

Chapter 3. Relevant Studies and Reports

The Lifeline Transportation Report aims to identify transit services that serve a critical need for low-income individuals and families in the nine-county Bay Area, including the project area, and evaluate if those needs are adequately met. This report serves as the basis for this CBTP, which is a follow-up plan to address transportation issues in the communities where transportation gaps were identified.

This chapter presents an overview of the Metropolitan Transportation Commission's (MTC) Lifeline Transportation Network Report completed in 2001, as well as findings from other reports and studies that are relevant to the CBTP.

Lifeline Transportation Network Report: 2001 Regional Transportation Plan for the San Francisco Bay Area

The Lifeline Transportation Report aims to identify transit services that serve a critical need for low-income individuals and families in the nine-county Bay Area, including the project area, and evaluate if those needs are adequately met. Routes were identified using the following criteria:

- The service provides a direct connection to:
 - Neighborhoods with a high concentration of CalWORKs households, and/or
 - Areas with a high concentration of essential destinations,
- And/or are:
 - Core trunkline service as identified by the transit operator, and/or
 - A regional link.

The document identifies key transit gaps in serving these critical needs.

To conduct the analysis, the location of CalWORKs households was used because 1990 Census data was too old and 2000 Census data was not yet available at the time of the study. CalWORKs household locations were assigned to ¼-mile grid cells that covered the region. A "high concentration of CalWORKs households" was defined as 10 per ¼-mile area. The analysis looks at how these households accessed "essential destinations." Essential destinations are defined as locations with employers that offer entry-level positions (requiring minimal or no training), medical facilities, homeless shelters, career and job training centers, daycare centers and homes, schools, colleges, and community colleges,

civic destinations (libraries, town halls, courts, post offices, etc.), public housing (elderly, disabled, family), and establishments that accept food stamps. Transit routes and transportation services were reviewed, and a route's service area was considered to be within a 5-minute walk, or ¼ mile.

Using this methodology, the document identifies key transit gaps in serving critical transit needs. According to the Study, a gap can be either of the following:

- Spatial (the bus does not go where people need to travel) or
- Temporal (the bus does not go when people need to travel).

The Lifeline Report found:

- Nearly half (43%) of all transit routes in the Bay Area (operated by the 19 transit operators in the study) meet the criteria to be a "Lifeline" route. Of these routes, 83% were selected for the study because they serve neighborhoods with high concentrations of CalWORKs participants, including South Hayward, Cherryland and Ashland.
- Few spatial gaps exist in the region, suggesting transit operators provide good coverage to low-income communities. Cherryland was one of the few low-income communities identified with a spatial gap to target with follow-up activities related to the Lifeline Report. The Cherryland gap is generally between Meekland Ave., Western Blvd., Willow and Medford Streets. It has many CalWORKs households and several pockets that are further than ¼ mile from a bus route. No temporal gaps were identified in Ashland, Cherryland or South Hayward.
- Stakeholders interviewed as part of the Lifeline study emphasized the importance of preserving existing transit service. However, filling the gaps is also a high priority. While operators are making a strong effort to meet critical needs, physical infrastructure problems such as narrow roads or poor street access sometimes limits the provision of bus service.
- Several Lifeline routes serving Ashland, Cherryland and South Hayward did not meet the Lifeline service objectives for frequency of service and hours of operation. However, modifications to some of these routes were made based on the Central Alameda County Transit Study conducted by AC Transit in June 2002 (described below).

Regarding potential solutions, the report acknowledges that additional fixed-route service is often neither cost-effective nor practical. Other potential solutions that may be more appropriate include a guaranteed ride home program, auto loan programs, community shuttles, dial-a-ride systems, or expanded use of taxi vouchers.

Part of the emphasis of this CBTP is to confirm these gaps and see if there are other gaps that may not have been identified based on the MTC criteria for that study and further develop, based on local priorities, some of these possible alternatives to address these gaps.

Other Relevant Studies

In addition to the Lifeline Transportation Report, community resources, area plans and studies that cover the study area provide a useful foundation for the CBTP. The purpose of this review is to understand the impact of these community resources, area plans and studies on recent, current, and future transportation planning. A secondary purpose is to understand what has already been accomplished in Central Alameda County. Documents reviewed include the following:

- Various departmental marketing materials (City of Hayward and South-Hayward CBOs),
- Local Specific Plans,
- Local transportation studies,
- Countywide Plans, and
- Other Resources, such as informational brochures, community surveys, and community meeting notes.

Key documents relevant to the CBTP are discussed below. These documents were referenced, as appropriate, throughout the development of the CBTP.

Departmental Marketing Materials

- **South Hayward Neighborhood Collaborative** provides general information about the South Hayward Neighborhood Collaborative which acted as a CBO for this project.
- **Hayward Facts, Fiction, Faults and Firsts, City of Hayward**, is a marketing brochure produced by the City Economic Development department to encourage businesses to locate in Hayward. It includes information on what businesses are currently located in Hayward, basic statistics about Hayward, and the assistance the City provides to businesses locating in Hayward through the planning process.
- **City of Hayward Community Guide** is a marketing brochure intended for citizens. It includes an overview of the City's basic demographics, history, city operations, resident participation opportunities, community services, places to see and a generalized city map.

Local Specific Plans

- **Eden Area General Plan, Draft Existing Conditions Report, County of Alameda, March 17, 2003** includes a section on the area's transportation system. It begins with a review of existing system plans, a description of streets and intersections including its character and facilities (sidewalks, bike lanes, and level of service (LOS), and a detailed evaluation of the public transit, bicycle, and pedestrian system.

Key findings and issues identified in the plan that may be relevant to this CBTP include the following:

- Freeways, railroad lines, and the San Lorenzo Creek create barriers to travel that cause an increase in traffic volume, a reduction in pedestrian accessibility, and a high level of “cut through” traffic as motorists seek to avoid the barriers and seek alternatives to traffic congestion.
- “Cut through” traffic is a major concern, indicating a possible role for traffic calming.
- Speeding is a problem.
- Most of the area is well served by AC Transit, BART and Amtrak’s Capital Corridor.
- The Countywide Bicycle Plan should be implemented; bicycle access needs improvement.
- The neighborhood has a serious need for pedestrian improvements.
- Street width standards should be re-evaluated because they are too wide. In order to redesign streets to meet the standard, a significant right of way is required which limits sidewalks and bicycle lanes.

- **Ashland and Cherryland Business Districts Specific Plan, June 1, 1995, Alameda County Planning Department**

The purpose of this specific plan is to revitalize commercial development in the area and conserve and restore the quality of the adjacent residential neighborhoods. Projects included in this plan involve new community facilities and programs such as façade and sign improvement programs and later planned street landscaping and public places to improve the appearance of the area to encourage private sector reinvestment.

Goal III of the plan is to improve transit and transit-orientation on E. 14th Street/Mission Blvd. including developing high-density nodes to increase transit patronage and improve pedestrian and bicycle amenities and connectivity to adjacent neighborhoods. Two programs are listed in support of the goal:

- Program 3.2.1.1 TA: Transit Access establishes a minimum level of transit-oriented development as a condition for planning approval near transit stops or stations.
- Program 3.2.1.2 TC: Transit Corridor requires a more intensively developed Transit Access area that benefits from having frontage along high access transit corridors. This program impacts the E. 14th/Mission corridor, and includes a strong component of pedestrian-orientation.

The Specific Plan includes requirements for street trees, sidewalks, streetlights and furniture to improve pedestrian orientation of the business corridors of the area. Policies include sidewalk improvements, pedestrian safety at schools, and looking for mechanisms to discourage “cut through” traffic in neighborhoods and re-direct this traffic to arterials such as Lewelling and E. 14th/Mission Blvd.

Policies related to bicycle transportation primarily refer to the Countywide Bicycle Plan. Pedestrian facilities policies include a minimum sidewalk width (10'), public access easement and direct pedestrian connection to the Bayfair BART station.

Local Transportation Studies

- **Central Alameda County Transit Study, AC Transit, June 2002**

This study, initiated by AC Transit in 2000, evaluates the effectiveness of the transit system in and around the study area. AC Transit defines Central Alameda County as the cities of Hayward and San Leandro and adjacent unincorporated communities of Ashland, Cherryland, Castro Valley, Fairview, and San Lorenzo. They identified this area for analysis in response to significant changes in population and development over the last 10 years, making existing bus service to the area no longer adequate. The study used the following basic guidelines:

- Focus on high-frequency trunk lines along corridors with connecting feeder service
- Establish frequency standards (10-15 minutes on trunk-line service, 15-30 minutes crosstown service, no density/off-peak standards)
- Connect major origins and destinations such as BART stations, shopping centers, and bus transfer points

The Central Alameda County Transit Study includes a number of new and modified lines throughout the neighborhood and leaves only a few lines unchanged. The new and modified routes in the Ashland/Cherryland and South Hayward neighborhoods include the following:

- **Line 81 San Leandro BART - Castro Valley BART** - Connects the industrial areas of San Leandro with the San Leandro and Castro Valley BART stations, serving the entire length of Lewelling Blvd. from Wicks Blvd. to Mission Blvd. Key Destinations: San Leandro Library, San Leandro BART, San Leandro Community Center, Castro Valley BART.
- **Line 84 San Leandro BART - Hayward BART** - Links the San Leandro and Bayfair BART stations via Castro Valley to the Hayward BART station. Key Destinations: San Leandro BART, Washington Manor, Bayfair Shopping Center, Bayfair BART, Castro Valley BART, Hayward Civic Center, Hayward BART.

- **Line 90 Bayfair BART-South Hayward BART** - Connects Ashland industrial areas with BART, replacing portions of existing lines 90, 92, and 93 parallel to Hesperian Blvd. and on Industrial Parkway. Key Destinations: Bayfair BART, Southland Shopping Center, St. Rose Hospital, South Hayward BART, Landing Shopping Center.
- **Line 93 Juvenile Court Complex-Hayward BART** - Incorporates existing Line 97 service between the Alameda County Juvenile Court Complex and Bayfair BART and existing Line 93 service between Bayfair BART and western San Lorenzo. Extends to a new southern terminal at Hayward BART.
- **Planned Line 96** -- Starts at Hayward BART and operate via Winton and cover existing lines 90 and 77 in residential and industrial areas of Central and South Hayward. Key Destinations: Hayward BART, Hayward Court Facilities, Schaffer Park, Union Landing Shopping Center.
- **Lines 99/301 Hayward BART** - Fremont BART: Line extended to Fremont BART (from current terminal at Union City BART). Line 301 post-midnight "owl" service absorbed into the expanded Line 99 schedule. Key Destinations: Hayward BART, South Hayward BART, Union City BART, Fremont BART
- **Line 87 (unchanged) Castro Valley**, via Redwood Rd., Castro Valley Blvd., Lake Chabot Rd., Seven Hills Rd., Madison Ave., Center St. Key Destinations: Castro Valley BART, Castro Valley Shopping Center, Laurel and Eden Hospital.
- **Line 210 South Hayward BART-Ohlone College** - Connects neighborhoods in Hayward, Union City, and Fremont via Tennyson Rd., Huntwood Ave, Whipple Rd., Dyer St., Alvarado Blvd., Fremont Blvd., and Washington Blvd. Key Destinations: South Hayward BART, Union Landing Shopping Center, Brookvale Shopping Center, Centerville Train Depot, Ohlone College.

These changes attempt to fill critical gaps that have been identified in the transit network of Central Alameda County. However, due to funding constraints, this plan must be implemented in phases. AC Transit is working to maintain existing service levels, but expects to reduce some service frequencies due to funding shortfalls.

- **Lewelling Blvd Traffic Engineering Study, Alameda County Public Works Agency, to be completed in 2003**

Beginning in 2002, Alameda County Public Works Agency undertook several steps towards evaluating how to redesign Lewelling and E. Lewelling Blvd. These included a level of services evaluation, collision analysis, rail crossing analysis, community outreach, and travel demand forecast model. The primary findings of the study were that travel demand called for a widened, four-lane roadway, while community members sought to preserve their properties with a narrower design. Project team members looked for alternatives to meet everyone's needs, but none conformed to the area's Specific Plan, which called for wider roads, bicycle lanes

and wider sidewalks. Study recommendations will still undergo the Environmental Impact Report process before construction begins, possibly as soon as 2008.

Countywide Plans

- **Road Section Capital Improvement Plan 7 Year Report 2002-2009, Alameda County Public Works Agency** provides detailed information on all bridge and roadway projects within the unincorporated areas of Alameda County scheduled within the seven years between 2002 and 2009. It is updated and revised as projects change, and these projects are still subject to environmental and Board of Supervisors' review prior to being implemented. A number of improvements are allocated generally for unincorporated parts of the county; these include road rehabilitation, bicycle and pedestrian ramps and shoulder improvements, and sidewalk and gutter repair/replacements. The Countywide Bicycle Plan update is listed. A number of roadways in the study are specifically identified for improvements in the report. In addition, the Ashland Bayfair BART project involves improved pedestrian and transit connections between the BART station, bus stops, Bayfair Mall and adjacent commercial and residential neighborhoods.

- **Alameda County Redevelopment Agency, Cherryland Sidewalks, Priority Matrix, January 8, 2003**

This list displays the ranking of sidewalk improvements in the Cherryland neighborhood. The highest-ranking sidewalks are on Meekland Ave., Hampton Rd., and Sunset Blvd.

- **Alameda Countywide Bicycle Plan, Volume 1, Alameda County, July 2001** includes an evaluation of and recommended improvements to bicycle facilities throughout Alameda County. A large portion of the study area is "high priority" in ranking of bicycle improvements due to its proximity to transit and the potential for multimodal travel. Recommended bicycle corridors in the Cherryland-Ashland study area include Lewelling Blvd., Sylvia/Grand, Santa Clara St., San Leandro Blvd., Hesperian Blvd, and E. 14th/Mission Blvd. In South Hayward, recommended corridors include Whitman, Calaroga, Huntwood and Portions of Hesperian. Bicycle parking facilities at BART stations near the study area appear to be sufficient for demand. In addition, AC Transit provides bicycle racks for better multimodal transportation.

Other Reports and Findings

A large number of meetings take place in the study communities where transportation issues are discussed and ideas are generated. The South Hayward Collaborative Management Meeting, where the consultant presented an introduction to the Central Alameda County CBTP on August 21, 2003 is a forum for the discussion of transportation and other social service issues. The Cherryland Community Association, SAFE Ashland, and the Ashland Community Association keep notes of their meetings and distribute newsletters to community residents.

In South Hayward, “Community Voice” meetings provide an opportunity to discuss community members’ transportation concerns. Meetings on February 20, 2003 and May 22, 2003 focused on transportation-related issues in the area. Some of the issues raised in the meeting notes include the following:

- Bring small and medium sized businesses into the area so that students can get jobs in the neighborhood.
- People need to drive to get to Kinko’s and Home Depot (the only hardware store in the neighborhood).
- The area needs a health clinic in the area to reduce travel times especially low-cost for poor families (with no car).
- Bus transit to BART requires six or seven block walk from most locations in the area – this is too much.
- Are bus passes available for low-income families? If yes, info should be distributed more widely.
- Research indicated that activities (esp. for children) are all around the area, but none are located in South Hayward.
- The price of parking at BART is an issue. People also expressed concern about the increased price of AC Transit.